

CONSOLIDATED PLAN 2005-2009

EXECUTIVE SUMMARY

The 2005-2009 Consolidated Plan for the Erie County Consortium and Town of Hamburg Community Development Block Grant, Emergency Shelter Grant, and HOME Investment Partnership Programs includes a clear strategy for addressing the various housing, economic development, and community development needs within the HOME and CD Consortium. Reference should be made to Maps 1 and 2 for an illustration of those municipalities comprising each Consortium.

This Executive Summary is organized to reflect a microcosm of the Five-Year Plan and the One-Year Action Plan. The reader is able to obtain quick information concerning the priority needs, specific objectives, annual goals, and new projects/initiatives anticipated in the Year 2005. In addition, Figure 1, at the end of this section, provides a tabular summary of housing and community development objectives.

1. HOUSING AND HOMELESS

- a. Needs: Of the 139,000 households in the Erie County HOME Consortium, 27 percent or 37,800 owner and renter households have housing problems which may include living in substandard housing, paying a high percentage of the household's income for housing expenses and/or residing in overcrowded housing according to the 2000 Census. Among renters, the proportion is 36 percent or 10,895 households. All income categories and household types are affected by housing problems, with cost burden being the housing problem experienced by the most households. The number of households with housing problems dropped in number as household incomes went up.

On any given night, some 2,200 Erie County residents live on the street, stay in emergency shelters, or utilize transitional or permanent housing programs. Many more low-income individuals and families stay with friends, relatives, and acquaintances, or live in substandard housing. Through its annual data collections, the Erie County Commission on Homeless, Erie County has identified five priority homeless need areas. These include the following:

- Special supportive services and housing options are needed for difficult-to-serve homeless individuals. These clients may not be eligible for or interested in traditional services. As a result, it is important to utilize innovative service delivery and "housing first" permanent housing models to ensure that these individuals have their basic needs met.
- Homeless service providers have identified increases in the number and diversity of homeless families. Programs must have greater flexibility and housing placement options available to all family types. Beyond this,

programs should also make special outreach efforts to prevent family homelessness. Connections with outreach services and government benefits programs may be helpful in these efforts.

- Because many homeless clients are dealing with substance abuse, mental illness, and domestic violence issues, additional services are in order to assist individuals as they work toward self-sufficiency. These resources should be easy-to-access and must include extensive case management and independent living skills.
 - In order to increase the likelihood of a successful reintegration into the community, homeless individuals need educational and vocational training that will enable them to gain employment. Likewise, they need specific skills that will enable them to make a reasonable income and to maintain their household. Supplements including low-cost medical insurance, childcare, transportation, and utility assistance can provide further assistance to homeless families.
 - The importance of mainstream resources cannot be understated. By utilizing supports from federal, state, and local government, homeless persons can prevent the movement into homelessness or begin the transition back to self-sufficient living.
- b. Specific Objectives: Reference should be made to Tables 1C and 2C for a listing of the specific objectives and annual goals for the homeless and housing categories respectively.
- c. Year 2005 Highlights: Over the coming twelve-month period, the Erie County Department of Environment and Planning will continue operating the popular owner-occupied housing rehabilitation program, rental rehabilitation, and first time home buyer efforts. In addition, the following will be pursued:
- Emergency Shelter Grant (ESG) funds will be made available for Cazenovia Recovery Systems, Inc. to renovate their kitchen facilities at the Turning Point House in the Town of Eden that serves homeless men with substance abuse problems.
 - Establishment of two target neighborhood strategy areas in the Cities of Lackawanna and Tonawanda where housing dollars will be channeled to eligible households. The location of each area is noted on Map 3. It is the intent to concentrate housing rehab efforts in these older neighborhoods to create more of an immediate impact on quality of life, affordability, and visual improvement for individuals residing in the area.
 - A new non-profit housing fund has been established in the HOME program. This responds to a growing need for gap financing of senior

housing or low-income family housing projects being undertaken by non-profit developers. The latter not being able to qualify under the CHDO program.

- Full implementation of a new wait list policy for the housing rehabilitation program. Criteria such as age of house, target area location, income factors, and others will determine placement of an application on the list. This will insure that the households having significant housing need and income problems are the primary beneficiaries of program monies.

2. COMMUNITY DEVELOPMENT

- a. Needs: The urban county is faced with a unique and difficult challenge of addressing special revitalization needs in three diverse types of areas: (1) the traditional older “city” neighborhood as found in such municipalities as the City of Lackawanna, and the Villages of Depew and Lancaster; (2) the “suburban” neighborhood, usually consisting of earlier scattered development mixed with one or more subdivisions built during the period 1920 to 1950, examples of which are found in the Towns of West Seneca, Hamburg, Orchard Park, Lancaster, and the older Villages of Alden, Angola, North Collins, Springville, and Akron; and (3) the “rural hamlet”, the residential and commercial activity centers found in the rural-agricultural areas of the urban county such as Eden, Boston, Holland, Wales Center, Sardinia, and Collins.

Each area has its own set of characteristic community development needs which are related to maintaining its viability and upgrading its public facilities, the essence of its living environment:

- (1) City neighborhood needs in Erie County
 - (a) Aging and inadequate infrastructure.
 - (b) Deteriorating residential areas containing housing with code violations and scattered instances of blight.
 - (c) Declining commercial facilities in the neighborhood, empty stores and lack of local employment opportunities especially for low- and moderate-income persons and minorities.
- (2) Suburban neighborhood needs in Erie County
 - (a) Aging and inadequate infrastructure which, in some cases, was poorly designed and constructed by developers and in other instances non-existent (e.g. the use of septic systems for sanitary waste disposal avoided the need for sewers; private wells supplying water rather than a water distribution system).

- (b) Erie County has a relatively flat topography, a normally high water table, and a large number of streams and rivers which flow into Lake Erie. These factors combine to make storm drainage a major problem in the urban county, particularly for developed areas and those in transition.
 - (c) Some older suburban housing and subdivisions hastily built during wartime and in the post-World War II home building boom are in need of rehabilitation.
 - (d) Inadequate streets, some with poor drainage or base, and sidewalks, in poor surface condition or non-existent, create safety hazards for automobiles, bicyclists and pedestrians, especially for elderly and handicapped and young children in “Suburban Neighborhoods” of the urban county.
 - (e) Community facilities such as fire substations, community and senior centers, and park and recreation areas are inadequate in terms of both size and condition. Some centers and recreation facilities cannot easily accommodate handicapped individuals or elderly persons with physical impairments.
 - (f) Nearby commercial areas which service these neighborhoods need public improvements to keep them strong and competitive with larger but distant shopping facilities.
 - (g) The need for continuous updates to comprehensive plans as well as targeted neighborhood plans is a major challenge for Consortium municipalities.
- (3) Rural hamlet needs in Erie County
- (a) Inadequate infrastructure, usually as a result of age, usage, or some unforeseen impact such as increased traffic and enlarged highways, pollution of ground water supplies or similar environmental or physical conditions.
 - (b) Poor surface conditions on roads which were designed for farm use and now accommodate automobiles and trucks.
 - (c) The decline of some rural agricultural institutions such as The Grange and the mixing of “Urban Settlers” with the independent rural farm families of the urban county has resulted in a need for more community-oriented facilities like small parks and community centers.

- (d) There is a need for rural transportation service to improve access to public services.
 - (e) The trend toward larger farms has resulted in fewer full-time farming households in rural Erie County. This decline has affected the rural hamlets' commercial business economy (e.g., seed store, hardware, grain storage), forcing some to close while other new businesses, not totally dependent on agriculture, develop. Abandoned or under-used buildings need to be renovated or demolished.
- b. Specific objectives: Reference should be made to Table 2C for a listing of the specific objectives and annual goals for the community development category.
- c. Year 2005 Highlights:
 - (1) Nineteen (19) community projects will be funded this year. The total federal funding amount for this category is \$1,693,263.
 - (2) An emphasis in 2005 will again be on infrastructure improvements within low/moderate-income areas. Sidewalk replacement, water/sewer work, and street improvements are typical undertakings.
 - (3) The Rural Transit Service (RTS) Program is now operating within 25 of the 34 Consortium municipalities. It remains a popular and successful human service for low/moderate income residents, as well as senior citizens. In 2005 RTS will receive \$204,651 in federal block grant assistance.

3. ECONOMIC DEVELOPMENT

- a. Needs: The primary goal of economic development is the expansion of economic opportunities that will protect existing jobs, and facilitate the creation of new jobs. The County needs to strengthen and attract commercial industries as well as retain the manufacturing sector that has been shrinking, in order to retain and create low- and moderate-income jobs. Therefore, economic development needs can be divided into four categories: infrastructure development, brownfield redevelopment, project planning and business development.

Economic Development planning is crucial to maximizing the effectiveness and completion of future site development projects, and in the effective delivery of business assistance. Site development through infrastructure and brownfield redevelopment is the means to provide increased economic opportunities. Business Development through direct technical and business assistance are the catalyst for the retention and creation of new jobs.

Site development includes infrastructure (such as road extensions and water and sewer upgrades), new modern building space, redevelopment of older industrial areas, preservation of transportation facilities and corridors, and quality-of-life projects which are crucial for the development of livable and sustainable communities.

Business development includes the provision of investment capital, and the support and technical assistance that are necessary to help entrepreneurs and small businesses grow and expand.

b. Specific Objectives: Reference should be made to Table 2C for a listing of the objectives and annual goals for the economic development category.

c. Year 2005 Highlights:

(1) The economic development programs carried out in previous years will continue in the Year 2005. The following lists the programs and their funding amount (entitlement and program income).

— Economic Development: Infrastructure	—	\$482,363
— Economic Development: Planning	—	\$190,563
— Brownfield Site Preparation	—	\$468,369
— Erie County Industrial Development Agency (ECIDA)		
Regional Development Corp. Loans	—	\$185,000
Business Development Fund	—	\$ 92,000
— Lackawanna Community Development Corporation		
Small Business Loan Program	—	\$ 7,044
		(new program income)

4. YEAR 2005 BUDGET AND FUNDING SOURCES

The Year 2005 Budget is reflected in Figure 2. Total funding for the Annual Action Plan Component is \$8,274,049.

Figure 1
Summary of Specific Housing/ CD/ Economic Development Objectives

Objective
COMMUNITY DEVELOPMENT
<p>CD-1 <u>Infrastructure</u>: Provide appropriate infrastructure service in a manner that maximizes quality and quantity and is protective of the County's natural resources.</p> <p>CD-1.1 Improve sewer, water service to targeted low-income neighborhoods. (Annual Goal: 25 people)</p> <p>CD-1.2 Improve sidewalks for pedestrian safety in targeted low-income neighborhoods. (25 people)</p> <p>CD-1.3 Improve bicycle and vehicular access to areas of employment, recreation, and commercial activity located in targeted low-income neighborhoods. (25 people)</p> <p>CD-1.4 Improve storm drainage/flood protection facilities, targeted low-income neighborhoods. (10 people)</p>
<p>CD-2 <u>Public Facilities</u>: Improve existing and expand where necessary, public facilities that respond to community needs.</p> <p>CD-2.1 Construct, expand, or improve community centers, libraries, and youth centers that serve the low/moderate income population. (2 facilities)</p> <p>CD-2.2 Develop, expand, and rehabilitate park, recreation, and open space facilities that serve low/moderate income residents. (1 facility)</p> <p>CD-2.3 Commercial Center Improvement initiatives in targeted village/hamlet centers. (1 commercial center)</p> <p>CD-2.4 Expansion and improvement to senior center facilities. (1 senior center)</p>
<p>CD-3 <u>Public Services</u>: Support public services needed for quality of life activities.</p> <p>CD-3.1 Provide senior service program enhancements such as day care, health and nutrition, employment, supportive housing, and transportation. (600 people)</p> <p>CD-3.2 Provide gap filling support services that support community revitalization and enhance the quality of life for low/moderate income residents. (1,100 people)</p>
<p>CD-4 <u>Planning</u>: Plan for the orderly growth and revitalization of the Consortium area.</p> <p>CD-4.1 Provide technical assistance and funding for the preparation of plans that direct the area's growth in housing, community development and economic development. (1 plan)</p>
<p>CD-5 <u>Administration</u>: Administer the CDBG, HOME, and ESG Programs in a timely, efficient manner.</p> <p>CD-5.1 Prepare all federally required reports in a timely and efficient manner. (2 reports)</p>
ECONOMIC DEVELOPMENT
<p>ED-1 <u>Infrastructure Development</u>: Provide roads, road extensions, water, sewers and others services (i.e. incubator buildings) to industrial, commercial and business sites.</p> <p>ED-1.1 Look for new opportunities to fund, or participate in funding of infrastructure enhancements to create employment opportunities (1 development site)</p>
<p>ED-2 <u>Brownfield Redevelopment</u>: Redevelop older industrial areas to create economic opportunities in urban areas.</p> <p>ED-2.1 Look for new opportunities to provide technical assistance and funding for redevelopment of older urbanized areas that need additional assistance to succeed. (1 development site)</p>
<p>ED-3 <u>Economic Development Planning</u>: Conduct studies to identify prospective greenfield and brownfield sites to bring increased economic opportunities.</p> <p>ED-3.1 Provide technical assistance and funds for the preparation of studies. (1 study)</p>

Figure 1 (continued)
Summary of Specific Housing/ CD/ Economic Development Objectives

ED-4	<u>Business Development:</u> Continue to provide technical assistance and investment capital through business loan funds to assist businesses in preserving and creating new economic opportunities.
ED-4.1	Continue to assist businesses through Business Development and Regional Development Corporation loan funds. (5 jobs)
ED-4.2	Develop and implement Microenterprise Loan fund to assist microenterprise businesses and to complement the Village Center Revitalization program and/or the Commercial Center Improvement program. (3 businesses)
ED-4.3	Continue to provide technical assistance and counseling through business assistance directories and company site visits. (5 businesses)
HOUSING	
H-1	<u>Neighborhood Revitalization:</u> Improve housing conditions in target neighborhoods.
H-1.1	Provide low interest loans to eligible property owners (City of Lackawanna First Ward neighborhood: 9 households; City of Tonawanda target neighborhoods: 9 households)
H-1.2	Provide grants to low income mobile home owners living in urban area mobile home parks and having a housing condition problem. (8 mobile homes)
H-1.3	Rehabilitate rental units in target neighborhoods by providing low interest loans to owners of rental units (City of Lackawanna First Ward neighborhood: 5 rental units; City of Tonawanda target neighborhoods: 2 rental units).
H-2	<u>Rural Housing:</u> Improve the living conditions of isolated rural families.
H-2.1	Provide low interest loans to eligible property owners for housing improvements. (30 homes)
H-2.2	Provide grants to low income mobile home owners living in rural mobile home parks and having a housing condition problem. (5 mobile homes)
H-3	<u>Developed Area Housing:</u> Improve the living conditions of families located in non- target areas within the developed areas of the Consortium.
H-3.1	Provide low interest loans to eligible property owners for housing improvements. (30 homes)
H-3.2	Provide low interest loans to eligible property owners for housing improvements. (20 households)
H-4	<u>Special Purpose Housing:</u> Provide a suitable living environment where residents reside in a safe and secure residential unit.
H-4.1	Establish a quick response repair program that is targeted to low-income households experiencing immediate housing problems. (10 units)
H-4.2	Provide mechanism for handicapped individuals to improve mobility within their homes. (5 units)
H-5	<u>Affordable Housing:</u> Provide healthy residential opportunities for low- and moderate-income households that are affordable.
H-5.1	Undertake a utility connection program that provides a funding mechanism for households to tie into new infrastructure lines, insuring the affordability of this public improvement. (5 units)
H-5.2	Provide first time homebuyers a program to address their closing cost, principal reduction, down payment assistance, and interest rate buydown needs. (50 households)
H-5.3	Provide financial resources to Community Housing Development Corporations that seek to develop rental housing for the low-income population. (11 senior and 5 family units)

Figure 2
2005 Year - Consolidated Budget

#	PROJECT	HOME	ADDI	Admin - CD	ESG	CP - CD	Ec. Dev. - CD	Housing - CD	Future PI	Prior Funds	Other Funds	Total
1	CDBG5- Program Administration			\$ 677,668				\$ 27,590				\$ 705,258
2	H5- Administration - Fair Housing - Housing Opportunities Made Equal							\$ 24,000				\$ 24,000
3	CP5- Loretta Street Reconstruction - C. Tonawanda					\$ 88,862					\$ 4,660	\$ 93,522
4	CP5- Main Street Sewer - Phase 2 - V. Depew					\$ 90,000					\$ 51,145	\$ 141,145
5	CP5- SYI Pool - T. Concord					\$ 90,000					\$ 61,100	\$ 151,100
6	CP5- Farnham Park - V. Farnham					\$ 90,000					\$ 66,893	\$ 156,893
7	CP5- Senior Center Improvements - T. West Seneca					\$ 90,000					\$ 210,000	\$ 300,000
8	CP5- Gates Ave. and Church Streets Improvements – C. Lackawanna					\$ 90,000					\$ 113,250	\$ 203,250
9	CP5- Mechanic Street Reconstruction - V. Alden					\$ 90,000					\$ 429,623	\$ 519,623
10	CP5- Lancaster Town Hall ADA Improvements - T. Lancaster					\$ 90,000					\$ 38,494	\$ 128,494
11	CP5- Modern Ave. Pavement Replacement - C. Lackawanna					\$ 90,000					\$ 90,855	\$ 180,855
12	CP5- Allen St. Reconstruction - T. Orchard Park					\$ 68,702		\$ 15,106		\$ 6,192	\$ 62,500	\$ 152,500
13	CP5- Muskingham Street Sewer - V. Depew					\$ 90,000					\$ 51,676	\$ 141,676
14	CP5- ADA Improvements to Municipal Buildings - T. Clarence					\$ 1,641				\$ 43,359	\$ 24,209	\$ 69,209
15	CP5- Rural Transit Service - Rural Transit Service Inc.						\$180,000	\$ 24,651			\$ 502,908	\$ 707,559
16	ED5- ECIDA - Regional Development Corporation Loans								\$ 185,000			\$ 185,000
17	ED5- Economic Development - Brownfield Site Preparation						\$296,766		\$ 171,603			\$ 468,369

#	PROJECT	HOME	ADDI	Admin - CD	ESG	CP - CD	Ec. Dev. - CD	Housing - CD	Future PI	Prior Funds	Other Funds	Total
18	ED5- Economic Development Infrastructure						\$310,760		\$ 171,603			\$ 482,363
19	ED5- Economic Development Planning						\$ 17,887					\$ 17,887
20	ED5- Economic Development Program Delivery						\$ 67,590					\$ 67,590
21	CP5- Seneca Rd. Paving and Drainage - T. Evans						\$ 61,000				\$ 26,000	\$ 87,000
22	CP5- Golden Age Center Improvements - T. Grand Island						\$ 29,000	\$ 61,000			\$ 35,570	\$ 125,570
23	ED5- ECIDA - Business Development Fund								\$ 92,000			\$ 92,000
24	CP5- West Drullard Playground Improvements - V. Lancaster							\$ 90,000			\$ 36,216	\$ 126,216
25	CP5- Streetscape Four Corners - T. Brant							\$ 33,750			\$ 11,250	\$ 45,000
26	CP5- Elmwood Street Paving and Drainage - T. Evans							\$ 90,000			\$ 47,000	\$ 137,000
27	ESG5- Cazenovia Recovery Systems - Kitchen Repair and Equipment				\$ 50,000						\$ 50,000	\$ 100,000
28	ESG5- Crisis Services #1 - Outreach to the Homeless				\$ 44,954						\$ 44,954	\$ 89,908
30	CP5- Dorr Street Reconstruction - T. West Seneca							\$ 90,000			\$ 40,000	\$ 130,000
31	CP5- Senior Center Van - T. West Seneca							\$ 25,000				\$ 25,000
32	ESG5- Crisis Services #2 - Outreach/Prevention				\$ 23,039						\$ 23,039	\$ 46,078
35	ESG5 - Administration				\$ 6,210							\$ 6,210
36	H5- CD Consortium Rehab Programs (Revolving/Emergency)							\$163,272	\$ 350,000			\$ 513,272
37	H5- Housing Program Delivery							\$214,009				\$ 214,009
38	H5- Housing Program Delivery - Lead Testing							\$ 45,797				\$ 45,797

#	PROJECT	HOME	ADDI	Admin - CD	ESG	CP - CD	Ec. Dev. - CD	Housing - CD	Future PI	Prior Funds	Other Funds	Total
40	H5- Housing Support Services - Housing Counseling - Belmont Shelter Corp.							\$ 23,975				\$ 23,975
41	H5- Lackawanna Housing Program								\$ 8,000			\$ 8,000
42	H5- West Seneca Housing Rehab Loan Program							\$ 28,650	\$ 77,000			\$ 105,650
43	HOME5- Administration	\$ 119,249										\$ 119,249
44	HOME5- Housing Rehab - Consortium (includes program delivery cost)	\$ 464,259							\$ 75,000	\$120,000		\$ 659,259
45	HOME5- Non-Profit Housing Fund	\$ 94,358										\$ 94,358
47	HOME5- West Seneca Homeowner Rehab (includes program delivery)	\$ 89,437										\$ 89,437
48	HOME5- CHDO Activities	\$ 178,873										\$ 178,873
49	HOME5- First Time Home Buyer - Consortium (includes program delivery)	\$ 98,739	\$35,289									\$ 134,028
50	HOME5- Hamburg - FTHB Existing (includes program delivery)	\$ 147,570	\$ 6,974									\$ 154,544
51	LCDC5- Real Estate Development Fund - C. Lackawanna								\$ 7,044			\$ 7,044
52	LCDC5- Revolving Loan Program - C. Lackawanna								\$ 20,279			\$ 20,279
	TOTAL	\$1,192,485	\$42,263	\$677,668	\$124,203	\$969,205	\$963,003	\$956,800	\$1,157,529	\$169,551	\$ 2,021,342	\$8,274,049